

## General Assembly

## Raised Bill No. 685

February Session, 2008

LCO No. 3095

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Referred to Committee on Government Administration and Elections

Introduced by: (GAE)

## AN ACT CONCERNING THE CREATION OF A STATE MUNICIPAL FINANCE ASSISTANCE COMMISSION.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. (NEW) (Effective from passage) Sections 1 to 26, inclusive,
- 2 and section 29 of this act and subsection (c) of section 7-394a and
- 3 section 7-395 of the general statutes shall be known as the "Municipal
- 4 Financial Management and Assistance Act."
- 5 Sec. 2. (NEW) (*Effective from passage*) (a) It is found and declared that
- 6 it is in the essential public interest of the state to monitor the financial
- 7 condition of municipalities, provide technical assistance where
- 8 appropriate, and to attempt to ensure their continued financial
- 9 stability. Therefore, the authority and powers conferred by sections 1
- 10 to 26, inclusive, and section 29 of this act and subsection (c) of section
- 11 7-394a and section 7-395 of the general statutes serve such interest by
- 12 promoting financial stability throughout the state and by providing
- municipalities with technical assistance and the means to restore and
- 14 maintain their financial stability, through the following procedures
- 15 and mechanisms for the state to: (1) Assist municipalities in

improvement of financial management practices and abilities by providing technical assistance and management resources; (2) provide in certain instances for the establishment of financial plans as a means for municipalities to improve their financial condition and practices; (3) recommend remedial measures for any municipality evidencing indications of financial instability or impairment; (4) establish state oversight and intervention as needed and in certain instances enable a municipality to take extraordinary measures to improve its financial condition; and (5) provide for economic development assistance for municipalities that are subject to oversight and intervention under this act.

(b) It is found and declared that some municipalities in this state have experienced and are presently experiencing financial difficulties which in some cases have necessitated state intervention and assistance through special acts and otherwise. It is further found and declared that it is in the public interest and is the policy of this state to assist municipalities attempting to provide, without interruption, services essential to their inhabitants and inhabitants of the region while meeting their obligations to the holders of their outstanding securities and to assist municipalities in managing their financial responsibilities. Although the state has long been committed and remains committed to the principles of local government and home rule, the impairment of the credit of a municipality may adversely affect the cost of borrowing incurred by other municipalities in the state as well as the ability of the state to issue its own obligations at market interest rates. The cumulative effect of municipalities in financial distress presents a potential threat to the public welfare and financial condition of the state.

Sec. 3. (NEW) (*Effective from passage*) As used in sections 1 to 26, inclusive, and section 29 of this act and subsection (c) of section 7-394a and section 7-395 of the general statutes, the following terms shall have the following meanings: (1) "Administrative unit" means any water pollution control authority, parking authority or similar unit of government whose financial operations are properly includable as part

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of the general purpose financial statement of the municipality's reporting entity in accordance with generally accepted accounting principles, as modified by this act, but shall not include any school district or any housing authority; (2) "annual budget" means, for each fiscal year, the budget of the municipality for all funds, including, but not limited to, general funds, capital project funds, special funds and enterprise funds; (3) "audit" means an audit performed by an independent public accountant; (4) "budget year" means a fiscal year of the municipality for or with respect to which a budget is required; (5) "cash revenues" means those revenues actually received by the municipality plus accrued investment earnings and amounts properly receivable, in accordance with generally accepted accounting principles, under reimbursement type grants from the state and federal government; (6) "certification" means, with respect to any budget, financial plan, report, computation, projection or estimate submitted to the secretary, the commission or any board by or on behalf of a municipality, any of its administrative units or its school board by its chief executive officer, its finance officer, the chief administrator of any administrative unit or its superintendent of schools, written confirmation that, to the best of the knowledge and belief of the official submitting such budget, plan, report, computation, projection or estimate and the accompanying written confirmation, the information contained in such budget, plan, report, computation, projection or estimate is true, accurate and complete and that, if such budget, plan, report, computation, projection or estimate is based on assumptions or projections, such assumptions or projections are reasonable in view of all relevant circumstances, and "certified" means, with respect to any such budget, plan, report, computation, projection or estimate, a budget, plan, report, computation, projection or estimate which is accompanied by a certification; (7) "chief executive officer" means the person designated under section 7-12a of the general statutes, any municipal charter or home rule ordinance or any applicable special act as the chief executive officer of the municipality or, if no person is so designated, the person having responsibility for the chief executive

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83 officer functions of the municipality; (8) "current year," when used in 84 reference to a budget, financial plan, estimate or computation, means 85 the fiscal year during which the annual budget is required to be 86 prepared and adopted, being the fiscal year next preceding the budget 87 year; (9) "debt service percentage" means, for any budget year, the 88 fraction whose numerator is the total debt service on all bonds and 89 notes of the municipality, including bond anticipation notes and tax 90 anticipation notes, for the first six months of such year or the second 91 six months of such year, as the case may be, and whose denominator is 92 forty-nine and one-half per cent of the intercept revenues budgeted for 93 such year; (10) "deficit" means expenditures and other financial uses of 94 funds for any fiscal year in excess of revenues and other financing 95 sources; (11) "emergency financial manager" means the emergency 96 financial manager appointed by a municipal finance planning and 97 assistance board pursuant to section 11 of this act; (12) "emergency 98 powers" means those powers granted to a board pursuant to section 11 99 of this act; (13) "enterprise funds" means funds of a municipality 100 arising out of or related to activities that are usually self-sustaining, 101 principally through user charges, for (A) services rendered, or (B) 102 those activities for which a municipality desires to control or measure 103 the cost of services; (14) "expenditures for any fiscal year" means the 104 amount actually paid in or otherwise properly attributable to such 105 fiscal year, in accordance with generally accepted accounting principles, as modified by this act, including, but not limited to, (A) 106 107 accounts payable at the close of such fiscal year, (B) any portion of an 108 appropriation duly encumbered at the close of such fiscal year, and (C) 109 transfers to other accounts and other financing uses made during or in 110 relation to such fiscal year; (15) "finance officer" means the official of 111 the municipality who, under chapter 94 of the general statutes or the 112 charter or home rule ordinance of the municipality or any applicable 113 special act, has the highest level of administrative responsibility for the 114 financial affairs of the municipality, other than the chief executive 115 officer acting in the capacity of the chief executive officer; (16) 116 "financial plan" means a plan prepared by or for a municipality in

accordance with section 8 of this act; (17) "general fund budget" means 117 118 the annual general fund budget of the municipality, as defined by the 119 charter or home rule ordinance or any ordinance or regulation of the 120 municipality, or, in the absence of any such definition, the budget or 121 budgets for annual operations approved at the annual budget meeting 122 required pursuant to section 7-388 of the general statutes, or, in the 123 absence of any such meeting, the estimates and recommendations 124 required by section 7-344 of the general statutes, as the case may be, as finally approved by the appropriate municipal approving body, 125 126 authority or board; (18) "generally accepted accounting principles" 127 means the statements, conventions, rules and interpretations defining 128 accepted accounting practices for governmental entities promulgated 129 by the Governmental Accounting Standards Board or such other 130 authoritative source identified by Statement of Auditing Standards No. 131 52, promulgated by the American Institute of Certified Public 132 Accountants, as modified from time to time; (19) "intercept program" 133 means a procedure set forth in an indenture of trust with a bank or 134 trust company to collect and release intercept revenues, as provided in 135 section 16 of this act; (20) "intercept revenues" means all property taxes 136 and interest, penalties and other charges appertaining thereto paid to 137 the municipality and subject to commitment to an intercept program, 138 but excluding any additional taxes for any special services district 139 levied in accordance with chapter 105a of the general statutes; (21) 140 "legislative body" means the legislative body designated in subsection 141 (m) of section 1-1 of the general statutes. Where the legislative body is 142 a combination of bodies, as provided in subdivision (1) of subsection 143 (a) of section 7-193 of the general statutes, the legislative body, for 144 purposes of this act, shall be the body having the lesser number of 145 members; (22) "monthly debt service requirement percentage" means, 146 for any thirty-day period, a fraction, the numerator of which is the 147 amount of debt service, including bond anticipation notes and tax 148 anticipation notes, scheduled to be paid in the next thirty days minus 149 the current balance in the account created by the intercept program 150 and the denominator of which is the amount of intercept revenues

151 estimated by the municipality's finance officer to be received in the 152 next thirty days; (23) "municipal finance assistance commission" or 153 "commission" means the commission created pursuant to section 5 of 154 this act; (24) "municipal finance planning and assistance board" or 155 "board" means any board created pursuant to section 9 of this act; (25) 156 "municipality" means any town, city, borough, consolidated town and 157 city, or consolidated town and borough; (26) "projected deficit" means 158 anticipated expenditures and other financing uses of funds for any 159 fiscal year in excess of the currently projected revenues and other 160 financing sources for such year; (27) "properly attributable" means 161 attributable in accordance with the accounting system and procedures 162 for municipalities prescribed by generally accepted accounting 163 principles, as modified by this act and as determined and applied by 164 independent public accountants; (28) "required minimum capital 165 reserve" means the amount specified in any indenture entered into 166 pursuant to section 16 of this act as the minimum requirement in any 167 special capital reserve established pursuant to section 16 of this act; 168 (29) "revenue budget" means the portion of the annual budget which relates to revenues; (30) "revenues" means amounts accrued or 169 170 received by a municipality and reportable as revenues or other 171 financing sources in accordance with generally accepted accounting 172 principles, as modified by this act; (31) "review powers" means those 173 powers granted to a board pursuant to section 10 of this act; (32) 174 "school board" shall mean the duly elected or appointed board of 175 education through which a municipality, acting in its capacity as a 176 school district, maintains the control of all public schools within its 177 limits, but shall not include any regional board of education, and 178 "school district" shall mean the body corporate through which such 179 school board maintains the control of all public schools within the 180 municipality, but shall not include any regional school district; (33) 181 "secretary" means the Secretary of the Office of Policy and 182 Management or his designee; and (34) "Treasurer" means the State 183 Treasurer or his designee.

Sec. 4. (NEW) (Effective from passage) The Secretary of the Office of

Policy and Management shall assure that training and technical assistance is provided to municipal finance officers in all aspects of municipal finance, including, but not limited to, budgeting, accounting, recordkeeping, financial reporting, debt issuance and management, cash management, financial forecasting and capital budgeting. The secretary shall consult with appropriate state and municipal officials and organizations in developing such training and technical assistance programs and opportunities. The secretary shall make special efforts to offer such training and assistance to the finance officers of any municipality which is identified by the commission or the secretary, in accordance with the provisions of this act, as exhibiting any type of fiscal problem.

Sec. 5. (NEW) (Effective from passage) (a) There is established a state Municipal Finance Assistance Commission, that shall assist the secretary in promoting the financial stability of municipalities by assisting such municipalities in improving their financial management practices and, when necessary, by monitoring the financial activities and conditions of municipalities throughout the state in order to carry out the purposes set forth in section 2 of this act. The commission shall work with any municipality referred to it pursuant to the provisions of section 7-395 of the general statutes, as amended by this act, to improve the financial condition of such municipality.

(b) The Municipal Finance Assistance Commission shall consist of nine members appointed by the Governor. Two of such members shall be chief executive officers of municipalities and two of such members shall be either financial officers or chief executive officers of municipalities, with one of such municipal members representing a municipality in each of the following categories: (1) Municipalities having a population of less than ten thousand; (2) municipalities having a population of not less than ten thousand but less than twenty-five thousand; (3) municipalities having a population of not less than twenty-five thousand but less than sixty thousand; and (4) municipalities having a population of sixty thousand or over. At least three of the

remaining five members of the commission shall be experienced in municipal finance. Members shall serve for four-year terms coterminous with the term of the Governor or until a successor is appointed and qualified, whichever is longer, provided any member who is appointed as a financial officer or chief executive officer of a municipality shall be qualified to serve for only so long as such member holds such office. The chairperson of the commission shall be appointed by the Governor. Vacancies for any unexpired term shall be filled by the Governor. All members of the commission shall serve without compensation, except for reimbursement for their reasonable and necessary expenses incurred in the performance of their duties as members. The secretary shall provide such staff assistance to the commission as he, after consultation with the commission, deems appropriate.

- (c) A majority of the entire commission shall constitute a quorum. The commission shall act by resolution adopted by majority vote of the entire commission. The commission shall maintain a record of its proceedings in such form as it may determine, provided such record shall, at a minimum, indicate attendance and all votes cast by each member.
- (d) The commission may: (1) Request the chief executive officer, superintendent of schools or any other official, employee or agent of any municipality, any of its administrative units or its school board to provide the commission with access to: (A) All books and records of such municipality, any of its administrative units or its school operations; (B) information on the accounting and financial management practices and status of such municipality, unit or board; and (C) any other information the commission deems relevant to the municipality's financial condition; (2) request that any of such officials, employees or agents meet with the commission to discuss such information and develop such remedial measures as the commission deems appropriate; (3) make recommendations to the secretary that the secretary authorize the commission to issue orders to a municipality, as provided in section 7 of this act; (4) make recommendations to the secretary concerning the creation of a board for a municipality and the granting to such board of

appropriate powers as provided in this act; and (5) make such other recommendations to the secretary that it deems necessary or appropriate to further the purposes of this act.

Sec. 6. (NEW) (Effective from passage) (a) In analyzing the financial condition of a municipality, the Governor, the secretary, the commission or any board, as the case may be, shall give due consideration to (1) the criteria set forth in subsection (b) of this section relating to the financial condition and the financial management practices of such municipality; and (2) such additional factors as they deem necessary or appropriate. Such additional factors may include a request by a municipality that its financial condition be reviewed by the commission or that it be permitted to issue municipal bonds or notes to finance a deficit of the municipality. The Governor, secretary, commission or board, as the case may be, shall evaluate whether any of such criteria singly, or by cumulative effect, warrant the authorization of appropriate action as provided in this act.

(b) The criteria to be used for such analysis of a municipality shall be: (1) Declining undesignated, unrestricted final general fund balances for two or more consecutive years, or deficit final general fund balances for two or more consecutive years; (2) declining final balances for two or more consecutive years, or deficit final balances in any municipal fund which could have a significant impact on the financial condition of the municipality; (3) a projected deficit in the general fund budget for either the current year or the budget year; (4) significant overestimation of revenues for two or more consecutive completed fiscal years; (5) significant underestimation of expenditures for two or more consecutive completed fiscal years; (6) excessive levels of debt service as a percentage of the annual budget in recent years or the current or budget year; (7) accounting and financial management systems which are inadequate to provide timely and accurate information; (8) lack of municipal action relative to such audit comments as may be issued by the independent public accountant conducting the municipality's audit or as may be issued by the secretary, commission or board in relation to such an audit;

(9) low or inordinately declining property tax collection rates for two or more consecutive years; (10) large unfunded pension liabilities, or other large unfunded postemployment benefits or compensated absences; (11) inability to close the books of the municipality within ninety days of the end of any fiscal year; (12) reliance, for two or more consecutive years, on tax anticipation notes to maintain cash flow; (13) a credit rating reduction of at least two rating categories by any nationally recognized rating service or by any rating service recognized by the state commissioner of banking, in any five-year period; (14) difficulty in marketing or inability to market obligations of the municipality, including bonds or bond anticipation notes; (15) refusal to obey or to fully implement any order of the commission or of a municipal finance planning and assistance board; (16) a significant level of delinquency in payments of property taxes or other revenues due to the municipality; (17) failure to comply with the provisions of chapter 111 of the general statutes; (18) failure to make timely payment of any municipal payroll; (19) failure to forward taxes withheld on the income of employees to any appropriate governmental agency in a timely manner or failure to transfer employer or employee contributions for Social Security to the Social Security Administration in a timely manner; (20) failure to make payment to creditors of the municipality or of judgments against the municipality in a timely manner; (21) year-end general fund deficits for two or more consecutive years; (22) unusually large numbers or unusually large dollar amounts of interfund transfers among the various funds of the municipality for a municipality of the size and character of the subject municipality; (23) large or significantly growing self-insurance liabilities which are inadequately funded or for which there are inadequate reserves; (24) inadequate contingency reserves for known contingent liabilities; (25) lack of or an inadequate program of risk management and loss control; and (26) use of nonrecurring income to finance current operations.

Sec. 7. (NEW) (Effective from passage) (a) The commission shall, upon receipt of a report from the secretary concerning an audit review pursuant to section 7-395 of the general statutes, as amended by this act, review the financial stability and financial management practices

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of the municipality.

- 319 (b) The commission may, based on its consideration of a 320 municipality's financial condition and practices in light of the criteria set 321 forth in section 6 of this act, request the secretary to give special attention 322 to any municipality under section 4 of this act and may specify particular 323 types of technical assistance it deems valuable and appropriate in 324 assisting the municipality.
  - (c) If the commission, after its review of any such report or of any information requested by it from a municipality, determines, in accordance with the criteria set forth in section 6 of this act, that it is concerned that the financial stability of a municipality would be threatened if the financial circumstances or financial management practices of such municipality continue, regardless of whether there is an immediate threat to the financial stability to the municipality, it shall set forth its findings and forward them to the chief executive officer and legislative body of the municipality, together with any suggested remedial recommendations developed by the commission. The commission shall give the chief executive officer of such municipality, or his designee, an opportunity to appear before the commission after such findings and recommendations have been forwarded to him and to make a statement and present information relevant to the findings and recommendations of the commission.
  - (d) After giving a municipality the opportunity to respond to its findings and recommendations and after reviewing any actions taken by such municipality to improve its financial condition, the commission may consider whether additional action by the commission is warranted. The commission shall give written notice of its intention to consider such issue to the chief executive officer and the legislative body of such municipality, and shall give the chief executive officer of such municipality, or his designee, an opportunity to appear before the commission after such notice has been forwarded to him and to make a statement and present information prior to any such determination by

- (e) If the commission thereafter determines, based on its evaluation of a municipality's financial condition and financial management practices in accordance with the criteria set forth in section 6 of this act, that the financial conditions or financial management practices identified by the commission have not been remedied or that there is a likelihood that the financial stability of such municipality will be threatened if the financial circumstances or financial management practices of such municipality continue, regardless of whether there is an immediate threat to the financial stability of such municipality, it shall set forth its findings and forward them to the secretary, together with a recommendation that the commission be authorized to issue orders to such municipality. The commission shall also forward a copy of its findings and its recommendation to the chief executive officer and the legislative body of such municipality.
- (f) After review of the findings and recommendations of the commission and after giving due consideration to the criteria set forth in section 6 of this act, the secretary may authorize the commission to issue orders in accordance with subsection (g) of this section or may reject the commission's recommendations. If the secretary determines that the commission should be authorized to issue such orders to the municipality, the secretary shall delineate those findings on which he has based his determination and give notice of such determination, along with such delineation, to the chief executive officer and the legislative body of the subject municipality and to the commission.
- (g) In the event that the secretary determines that the commission should be authorized to issue orders to a municipality, the commission may issue orders, along with such time frames for compliance with such orders as may be set forth by the commission, to such municipality, any of its administrative units and its school board and any of their officials, employees or agents as it deems appropriate to improve the financial condition of the municipality. Such orders may include requirements

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that: (1) The municipality, school district or audited agency comply with the financial reporting requirements of section 7-393 of the general statutes and section 7-394a of the general statutes, as amended by this act; (2) a unified audit or financial statement be prepared at the expense of the municipality, that it be prepared for all funds of the municipality, its administrative units and its school district properly includable in general purpose financial statements of the municipality, in accordance with generally accepted accounting principles, as modified by this act, and, if deemed appropriate by the commission, that it be prepared by an independent public accountant selected by the municipality subject to approval by the commission, with such additional financial reporting as the commission may order; (3) a financial plan be prepared at the expense of the municipality and, if deemed appropriate by the commission, that it be prepared by a municipal financial consultant to be selected by the municipality subject to the approval of the commission; (4) any such financial plan be approved by the appropriate budget making authority and the legislative body of the municipality and that no expenditure be made by the municipality, any of its administrative units or its school board contrary to such financial plan; (5) the municipality submit to the commission the financial plan of the municipality for review and comment with regard to its adequacy and its impact on the municipality's overall financial condition; (6) the municipality submit to the commission the annual budget of the municipality for the budget year for review and comment with regard to its compliance with the financial plan and its impact on the overall financial condition of the municipality; (7) the municipality respond to any recommendations made by the commission and any financial consultant involved in preparing a financial plan; (8) the municipality provide the commission with specific justification for any revenue projections it makes; (9) the municipality monitor all bond and note proceeds and report on the same to the commission and that it certify to the commission the purposes of any proposed bond authorization; (10) the municipality submit its repayment schedule for any proposed borrowing by the municipality to the commission for review and

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comment; (11) the municipality aggressively pursue delinquent payments of taxes or other revenues, as recommended by the commission; (12) the municipality, any of its administrative units or its school board provide and prepare such budgets and special reports on its financial status and practices, as required by the commission; (13) the municipality submit any of the following documents at the following times to the commission for review and comment with regard to its impact on the annual budget of the municipality for the budget year, its financial plan or its overall financial condition: (A) Any negotiated collective bargaining agreement upon submission of a request for funds necessary to implement such agreement to the legislative body of the municipality pursuant to section 7-474 of the general statutes; (B) any fact finding report prior to the period within which such legislative authority may notify the employee organization that it has rejected such report; and (C) any collective bargaining agreement negotiated by the school board upon filing with the town clerk; (14) the municipality invite one or more members or representatives of the commission to testify at any hearings before a fact finder or a binding arbitration panel convened pursuant to section 7-473c or 7-474 of the general statutes with regard to the financial capability of the municipality, or to testify on behalf of the fiscal authority having budgetary responsibility or charged with making appropriations for the school district at any hearings before a binding arbitration panel convened with regard to the financial capability of the school district.

(h) The commission may issue any orders under subsection (g) of this section to a municipality until (1) such time as the secretary, after consideration of any recommendation of the commission and any request by such municipality, determines, on the basis of the criteria set forth in section 6 of this act and the financial circumstances of the municipality, that issuance of such orders by the commission is no longer justified, makes a finding to that effect, and gives notice of it to the chief executive officer and the legislative body of the municipality and to the commission; or (2) a board is created for the municipality pursuant to section 9 of this act.

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Sec. 8. (NEW) (Effective from passage) (a) Any municipality, which is required to prepare a financial plan by the commission or a board, shall prepare such plan in accordance with the provisions of this section. A financial plan shall be prepared by or for a municipality, approved by the municipality in accordance with subdivision (4) of subsection (g) of section 7 of this act, and submitted to the commission or board not later than ninety days after it is ordered to be prepared by the commission or the board, as the case may be. A subsequent financial plan shall be so prepared, approved by the municipality, and submitted to the commission or board not later than one hundred twenty days prior to the commencement of each ensuing fiscal year for as long as the commission is authorized to issue orders to such municipality or a board is in existence for such municipality. Each financial plan, including any forecasted financial information included therein, shall be prepared in accordance with The American Institute of Certified Public Accountants Audit Guide For Prospective Financial Statements, as from time to time amended, and in accordance with generally accepted accounting principles, as modified by this act. Each financial plan shall be based on a unified financial statement of all funds of the municipality, its administrative units and its school district properly includable in general purpose financial statements of the municipality in accordance with generally accepted accounting principles, as modified by this act. The financial plan shall be in such form as the commission may require and shall cover a period of three fiscal years, beginning with the current year. The financial plan shall include: (1) Plans for the elimination of all deficits in the general fund, special service funds, enterprise funds and other noncapital project funds, in accordance with the provisions of this act; (2) plans for the elimination of all deficits in capital project funds, except for those deficits expected to be cured by permanent long-term financing in the normal course of the project management; (3) a plan for restoration to all funds and accounts, including capital project funds and accounts, of any moneys from such funds and accounts that were improperly taken from such funds or accounts, used for purposes not within the

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purposes of such funds or accounts, or borrowed from such funds or accounts; (4) maintenance of current payments of all accounts; (5) provisions for funding, over an appropriate period of time, of any unfunded liabilities, contingent or otherwise, including, but not limited to, pensions, post-retirement benefits and property and casualty losses; (6) an estimation of the total amount of borrowing outstanding or to be issued during the period covered by the plan, including an estimation of bonds or notes issued or to be issued by the municipality during the period covered by the plan, and of debt service required to retire all such debt; (7) a description of actions to be taken by the municipality, any of its administrative units or its school board to accomplish the objectives set forth in the plan, together with the approximate dates of commencement, progress upon and completion of any such action; and (8) such additional information in such detail for the years included in the financial plan as the commission or board may from time to time require.

(b) All assumptions on which revenue and expenditure projections in such plan are based shall be derived from prior experience. In the case of any municipality for which the state has provided state guarantees for municipal bonds or notes, such municipality shall prepare its financial plan on the basis of cash revenues. The financial plan shall include a certification by the chief executive officer or the finance officer of the municipality of all estimated revenues and expenditures, cash flow projections, cash resources and uses and capital improvements of the municipality. The superintendent of schools or the chief administrative officer of any administrative unit, as the case may be, shall certify to any such estimated revenues and expenditures, cash flow projections, cash resources and uses and capital improvements within their respective jurisdictions.

Sec. 9. (NEW) (Effective from passage) (a) The secretary may, at the request of the chief executive officer of a municipality, at the request of the commission, or upon his own initiative with the concurrence of the commission, determine whether a municipal finance planning and

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assistance board should be created for a municipality. The secretary shall give written notice of his intention to determine whether to create such a board for a municipality to the commission and the chief executive officer of such municipality, and the secretary shall give reasonable opportunity to the commission and such officer to appear before the secretary and make statements and present information prior to any determination by the secretary.

(b) If the secretary determines, based on his evaluation of the financial condition and financial management practices of the municipality and in accordance with the criteria set forth in section 6 of this act, that: (1) The municipality is facing imminent and serious financial distress which threatens the financial stability of the municipality; (2) the municipality has failed to timely submit an adequate financial plan or that the municipality has failed or is unable to comply with its financial plan; (3) it is reasonably likely that the municipality will incur a deficit in excess of three per cent of its budgeted revenue for the budget year or that accumulated deficits of the general fund are projected to exceed seven per cent of the budgeted revenues for the budget year; (4) the obligations of the municipality are rated outside of the top three rating categories by at least one of the nationally recognized rating services or by a rating service recognized by the state Banking Commissioner; or (5) the municipality has received permission from the secretary, pursuant to section 15 of this act, to issue municipal bonds or notes, or both, for any deficit of the municipality, the secretary shall set forth the findings for such a determination and forward them to the Governor with his recommendation that a municipal finance planning and assistance board be created for the municipality. The secretary shall send a copy of such findings and recommendation to the commission and the chief executive officer and legislative body of the municipality.

(c) After review of the findings of the secretary and after giving due consideration to the criteria set forth in section 6 of this act as they relate to the financial condition or financial management practices of the municipality and to the criteria contained in subsection (b) of this section,

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the Governor may approve or reject the findings and recommendation of the secretary. If the Governor approves such findings and recommendations the Governor shall, by executive order, immediately appoint a municipal finance planning and assistance board for such municipality, as provided in subsection (d) of this section. The Governor shall give written notice of such executive order to the secretary, the chief executive officer and the legislative body of the municipality, and the commission. If the Governor does not approve such findings and recommendations, the commission may nevertheless continue to work with the municipality pursuant to sections 5 and 7 of this act.

(d) A municipal finance planning and assistance board appointed by the Governor for a municipality, in accordance with this section, shall consist of five members as follows: The treasurer and the secretary, who shall be voting members of the board; two members appointed by the Governor; and one member who shall be a resident of the subject municipality and who shall be appointed by the chief executive officer of the municipality. The chief executive officer may appoint himself as a member of the board. Terms of the members of a board shall be coterminous with the term of their office or of the office of their appointing authority, whichever is shorter. Vacancies in the unexpired terms of any appointed member shall be filled by the appointing authority of the member for whom the vacancy occurred. The Governor shall appoint the chairperson of such board. A majority of the entire board shall constitute a quorum. The board shall act by resolution adopted by majority vote of the entire board. The board shall maintain a record of its proceedings in such form as it may determine, provided such record shall, at a minimum, indicate attendance and all votes cast by each member. The secretary, the Treasurer or the chief executive officer, if he has appointed himself to the board, may delegate any of his duties or functions as a member of the board to another person and such person, if designated to attend any board meeting, shall have full powers to act and vote on behalf of the person who has appointed him. The person so designated shall furnish notice of such designation to the board prior to any meeting attended by such designee. Any such

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designee shall serve at the pleasure of the designating member. All members of a board shall serve without compensation, except for reimbursement of their reasonable and necessary expenses incurred in the performance of their duties as members. Such board may retain such staff and consultants as it deems necessary or desirable for the accomplishment of its purposes. All expenses of such board shall be paid by the subject municipality in such manner as determined by the board. Any such board shall be assigned to the Office of Policy and Management for administrative purposes only.

(e) Upon the issuance of an executive order creating a board pursuant to this section for a municipality, the provisions of section 7-475 of the general statutes, which require that an expired collective bargaining agreement remain in effect until a new agreement is reached and approved, shall become void and unenforceable as to such municipality, any of its administrative units and its school board, and shall remain void and unenforceable for as long as a board is in existence for the municipality. During the time such a board is in existence for a municipality, the municipality may, after a collective bargaining agreement has expired and before a new collective bargaining agreement to which it is a party has been reached and approved, unilaterally establish conditions of employment for its employees, except that if a board appointed by the Governor, pursuant to this act, has been given emergency powers, the board may, at its option, establish such conditions of employment. While a board is in existence for a municipality, the administrative units and the school board of the municipality may, after a collective bargaining agreement to which it is a party has expired and before a new collective bargaining agreement has been concluded, unilaterally establish conditions of employment for its employees.

(f) Upon the issuance of an executive order creating a board for a municipality, the binding arbitration provisions of sections 7-473c, 7-474 and 10-153f of the general statutes shall become void and unenforceable as to such municipality, any of its administrative units and its school

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board, and shall remain void and unenforceable for as long as a board is in existence for the municipality. No binding arbitration award issued after the termination of the existence of the board for the municipality shall establish conditions of employment for any period prior to such termination.

Sec. 10. (NEW) (Effective from passage) (a) A municipal finance planning and assistance board exercising review powers shall have, in carrying out its responsibilities, the same authority as is granted to the commission in sections 5 and 7 of this act. In addition, the board may, relative to the municipality for which it has been created and within such time frames as are set by the board: (1) Require the municipality to adopt a financial plan. If the municipality fails to prepare and approve a financial plan which conforms to the terms, conditions, assumptions and estimates ordered by the board, the board shall develop and adopt a financial plan for the municipality. No such financial plan required by a board or any amendment to it shall be effective unless approved by such board. The approval of the board shall be deemed granted if it has not rejected or approved the financial plan within ninety days of its submission to the board by the municipality; (2) require the municipality to modify its annual budget, if necessary, to comply with the financial plan; (3) require the municipality, any of its administrative units or its school board or any officers, employees or agents of the municipality, any of its administrative units or its school board to submit to the board regular financial reports containing such information as the board deems necessary or appropriate; (4) review and comment on all revenue projections and estimates; (5) review and, to the extent it deems appropriate, approve or reject necessary or any proposed expenditures, municipal borrowings or agreements to be entered into by the municipality, any of its administrative units or its school board, including any collective bargaining agreement to which the municipality would be a party and any collective bargaining agreement submitted by the school board for approval or rejection by the legislative body of the municipality; (6) review and analyze to

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determine compliance with the financial plan, all capital project fund contracts and all bond ordinances and resolutions of the municipality; (7) require the chief executive officer or the finance officer of the municipality to certify to the board that projections of collection of property taxes and other revenues in the annual budget and financial plan are at a rate no higher than reported on the previous audit of the general fund budget or the rate ordered by the board, whichever is lower, and that the municipality has not included in the annual budget or financial plan any revenues not approved by the board; (8) audit the compliance of the municipality with the financial plan and the annual budget in such areas as the board shall determine; (9) consult with the auditors of the municipality during the progress of each annual audit of the municipality, as it may deem necessary or desirable, and require the auditors to report to the board as if it were an audit committee for the municipality; and (10) approve or reject, as it deems appropriate, any requests by the municipality to fund deficits by borrowing, including the issuance of municipal bonds, bond anticipation notes, or both. The board may condition its approval on such terms and conditions as the board deems necessary or appropriate to ensure that the municipality will make adequate provision for repayment of such debt. The board shall report to the secretary not later than six months after its creation on all funds, obligations and debts of the municipality, its administrative units and its school board and remedial actions recommended.

(b) If a board determines that the actions necessary to restore or promote financial stability have not been taken, it may determine, by adoption of a resolution reciting the circumstances underlying such determination, that it is necessary or appropriate for it to exercise additional review powers. No such determination shall be made until the board has given the chief executive officer of the municipality an opportunity to make a statement and present information relative to such determination to it. If the board makes such a determination, it may: (1) Review the efficiency and productivity of the operations and management of the municipality, its administrative units or its school

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685 district, as the board deems advisable, in order to determine how to 686 reduce costs or improve services, and make reports on such reviews to 687 the chief executive officer of the municipality, any applicable 688 administrative unit or the school board; (2) establish an intercept 689 program, which may be subject to such additional terms and conditions 690 as the board may deem necessary or appropriate, to ensure adequate 691 revenues for payment of debt service; and (3) require the approval of the 692 board for all revenue estimates before they can be used in the annual 693 budget or financial plan.

Sec. 11. (NEW) (Effective from passage) (a) When a board is established for any municipality pursuant to section 9 of this act or at any time after such a board has been established, the Governor may authorize such board to exercise additional powers in accordance with the provisions of this section. The Governor shall determine whether it is advisable to give such board emergency powers on his own initiative or at the request of the chief executive officer of the municipality, the commission, the board or the secretary. Prior to making such a determination, the Governor shall direct the secretary to give the municipality, the commission and, if a board has been established, the board reasonable written notice of the consideration of such issue and an opportunity to appear before the secretary and make a statement and present information to him. If the secretary thereafter determines, based on his evaluation of the financial condition and financial management practices of the municipality, in accordance with the criteria set forth in section 6 of this act, that other means have not been successful in preventing imminent and serious financial distress or in restoring the municipality to financial stability, and that it is desirable that the board be given emergency powers, he shall set forth his findings and forward them to the Governor with his recommendation that emergency powers be granted to the board. A copy of such findings and recommendation shall also be sent to the commission, the chief executive officer and legislative body of the municipality and, if a board has been established, the board. The Governor, upon review of the findings and recommendation of the

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secretary, may approve or reject such findings and recommendation. If the Governor approves such findings and recommendation, the Governor shall, by executive order, authorize such board to exercise such emergency powers. A copy of the findings approved by the Governor and of the executive order shall be sent to the chief executive officer and the legislative body of the municipality, the commission and, if a board has been created, the board.

(b) If the Governor, by executive order, determines that a board shall have the emergency powers authorized by this section, the board shall proceed, as it deems necessary or appropriate, to assume responsibility for management of the financial affairs of the municipality, as set forth in this section. In the event of such a determination and order, the board may, within such time frames as are set by the board: (1) Appoint an emergency financial manager and delegate to him, in writing, such powers as the board deems necessary or appropriate for the purpose of managing the financial affairs of the municipality for the period of time during which the municipality is subject to the emergency powers of the board. The emergency financial manager shall not be an elected or an appointed official of any municipality during the term of his appointment, and shall not have been either an elected or an appointed official of the municipality for which he is appointed for at least five years before the appointment. The emergency financial manager shall not be eligible for elective office in the municipality for which he is appointed for two years immediately following the termination of his appointment. The emergency financial manager shall serve at the pleasure of the board, and shall be entitled to compensation and reimbursement for actual and necessary expenses from the municipality, as approved by the board. The emergency financial manager may, subject to approval of the board and at the expense of the municipality, appoint additional staff and secure professional assistance considered necessary. The emergency financial manager may issue to officials, employees and agents of the municipality, any of its administrative units and its school board such orders, within the scope of his delegated authority, as he deems necessary to accomplish the purposes of this act,

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including, but not limited to, orders for the timely and satisfactory implementation of a financial plan and an annual budget; (2) develop, in consultation with the municipality, any of its administrative units, its school board and with the emergency financial manager for the municipality, if any, and adopt a financial plan and annual budget for the municipality, any of its administrative units and its school board. The board shall take all action necessary to implement the financial plan and annual budget and shall reexamine them regularly and modify them as appropriate to conform to new circumstances; (3) take such actions as are required to limit the expenditures or appropriations for each such year to the budgeted amounts; (4) require the municipal finance officer of the municipality to make special reports to the legislative body, the creditors of the municipality, the board and the public, and to prescribe the form of such reports; (5) (A) make, approve of or disapprove of any appropriation, contract, expenditure or loan by any official, employee or agent of the municipality, any of its administrative units or its school board, and (B) approve or disapprove of any creation of a new position or the filling of a vacancy in any position by any appointing authority of the municipality, any of its administrative units or its school board; (6) review payrolls and other claims against the municipality and any of its administrative units or its school board before payment; (7) require the municipality, any of its administrative units or its school board to reduce services, eliminate functions or contract for services performed by employees of the municipality, any of its administrative units or its school board, and to reduce its work force accordingly as the board deems necessary or appropriate; (8) (A) act as agent of the municipality, any of its administrative units or its school board in collective bargaining with its employees, (B) terminate any existing collective bargaining agreement it deems to have an unacceptable impact upon the annual budget for any fiscal year, any financial plan of the municipality or the overall financial condition of the municipality, and (C) establish conditions of employment which it deems acceptable following the expiration or termination of any collective bargaining agreement and until a new agreement is concluded; (9) (A) consolidate offices,

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departments or other functional units of municipal government or transfer functions from one such office, department or other functional or administrative unit to another, and appoint, supervise or remove heads of such units, other than elected officials, and (B) employ or contract for, at the expense of the municipality, auditors and other personnel or consultants considered necessary to carry out the powers granted by this section; (10) require compliance with orders of the emergency financial manager or the board, including by the initiation of court action, if the board considers it necessary or appropriate, pursuant to section 22 of this act; (11) sell or otherwise dispose of assets of the municipality, any of its administrative units or its school district, for consideration, to meet past or current obligations; (12) set the annual property tax rate of the municipality and such other taxes, fees, levies, rates, charges, penalties or other revenues, as the board deems necessary and appropriate, in order to increase revenues of the municipality or any of its administrative units, in a manner authorized for municipalities by the general statutes; (13) approve or reject, as it deems appropriate, and subject to such terms and conditions as the board deems necessary or appropriate to ensure that the municipality will make adequate provision for the repayment of any debt, any requests by the municipality to borrow, including requests for the issuance of municipal bonds, bond anticipation notes, or both, and issue, on behalf of the municipality, for any lawful purpose, any municipal obligations, including bonds or bond anticipation notes, which are backed by the full faith and credit of the municipality and which it deems necessary or appropriate; (14) act as agent of the municipality, any of its administrative units or its school board in representing the interests of the municipality, its administrative units or its school board in administrative or judicial proceedings; and (15) take such other or additional action as reasonably necessary to further the purposes of this section.

(c) In the exercise of any powers granted pursuant to subdivision (8) of subsection (b) of this section, a board shall not abrogate a valid contract of a municipality, any of its administrative units or its school

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- board without giving due consideration to other means of restoring or maintaining the financial stability of such municipality and determining that (1) less onerous alternatives to effectively address the substantial public interest in the financial stability of such municipality are not reasonably available; and (2) the abrogation is limited to actions which are deemed reasonable and necessary to address such public interest.
  - (d) If the board exercises its authority under subdivision (2) of subsection (b) of this section to modify the municipal appropriation for the maintenance of the public schools during any fiscal year, the school board shall reduce expenditures as necessary to avoid exceeding the limits of the modified appropriation.
  - (e) Upon the issuance of an executive order granting emergency powers with respect to a municipality for which a board was created, any provision of sections 7-467 to 7-477, inclusive, and 10-153a to 10-153n, inclusive, of the general statutes, or of any collective bargaining agreement to which such municipality, any of its administrative units or its school board is a party which directly or indirectly precludes such municipality, any of its administrative units or its school board from unilaterally reducing services, eliminating functions or contracting for services, or from reducing their work forces in accordance with such reduction, elimination or contracting, shall become void and unenforceable as to such municipality, its administrative units and its school board and shall remain void and unenforceable for as long as a board with emergency powers remains in existence for the municipality.
  - Sec. 12. (NEW) (*Effective from passage*) Any municipality, its administrative units and its school board and all of their officers, employees and agents having possession of information requested or required by the commission or any board or having the responsibility for developing any such information, shall, at all times, cooperate in assisting the functions of the commission or board, as the case may be, by providing the commission or board, on a continuing basis, with all information requested, ordered or needed by the commission or board

to formulate judgments regarding (1) revenue and expenditure estimates; (2) the financial plan or any proposed modification thereof; (3) the monitoring of the implementation of the financial plan; and (4) any amendments of the financial plan recommended by the commission or initiated by the board or the municipality. All information and reports by the municipality and such officers, employees and agents shall be in such form and detail as requested from time to time by the commission or board. Knowing or wilful failure on the part of such officials, employees or agents to carry out the provisions of this section shall be considered gross neglect of duty.

Sec. 13. (NEW) (Effective from passage) After a municipality submits a financial plan which it has approved to a board, no expenditure which is contrary to the financial plan may be made prior to the approval or disapproval of such plan by the board. If the board disapproves the financial plan, no expenditure may be made by the municipality inconsistent with the reasons given for the disapproval or with such limits as are set forth by the board at the time of such disapproval until such time as the board approves a financial plan. After approval of a financial plan, or any amendment to such plan, by the board, no expenditure may be made contrary to the approved financial plan or the financial plan as amended, as the case may be.

Sec. 14. (NEW) (Effective from passage) After approval of a financial plan, or any amendment to such plan, by the board, no appropriation measure may be adopted contrary to the approved financial plan or the financial plan as amended, as the case may be. Any appropriation measure effective at the time of adoption of such plan or amendment, which is inconsistent with the approved financial plan, shall become ineffective for purposes of any expenditures to the extent it authorizes expenditures in excess of the revenues available in accordance with such financial plan. Any such measure shall be promptly amended by the legislative body of the municipality or the board with emergency powers, as the case may be, to be consistent with the financial plan. If a board with only review powers is in existence for the municipality,

any appropriation measure shall be submitted by the legislative body of the municipality to the board for review prior to approval by such legislative body to determine whether such measure is consistent with the financial plan. The municipality, through the appropriate representatives of the legislative body and the financial officer, shall cooperate with the board in any such review. The board shall, if necessary or appropriate, modify any such proposed appropriation measure to conform to the financial plan prior to its resubmission to the legislative body for approval.

Sec. 15. (NEW) (Effective from passage) (a) Notwithstanding the provisions of section 7-379 of the general statutes, no municipality, except a municipality for which a board with emergency powers has been created, may issue municipal bonds or bond anticipation notes to fund any deficit of the municipality unless the municipality obtains approval for such borrowing from the secretary. For a municipality subject to a board with emergency powers, the board may issue municipal obligations, as provided in section 17 of this act.

(b) If a municipality which is not subject to a board desires to issue municipal obligations for any deficit, it shall submit to the commission the following documentation: (1) A copy of the financial plan approved by the municipality; (2) an explanation of why it believes the issuance of such municipal obligations is in the best interests of the municipality; and (3) a resolution, duly adopted by the municipality, requesting that it be permitted to issue municipal bonds, bond anticipation notes, or both, to fund any deficit of the municipality pursuant to the terms and conditions of this act. The commission shall review the municipality's request for permission to issue such municipal obligations and forward to the secretary the documentation submitted by the municipality together with its recommendation for the approval, rejection or approval subject to specified terms and conditions of such request. The commission shall give written notice of its recommendation to the chief executive officer and legislative body of the municipality. The secretary shall review such documentation and recommendation and shall

approve the municipality's request for permission to issue such municipal obligations unless he determines that (A) the financial plan submitted by the municipality is inadequate or incomplete or does not adequately provide for the repayment of such municipal obligations, (B) the resolution required by this subsection is incomplete or defective, or (C) the municipality has not complied with the provisions of section 17 of this act or has not complied with some other statutory requirement relating to the issuance of such obligations, in which case he shall reject such request. The secretary may grant approval subject to such terms and conditions as he deems necessary or appropriate to ensure that the municipality will make adequate provision for repayment of such debt.

(c) If a municipality subject to a board with review powers desires to issue municipal obligations for any deficit, it shall submit to the board the following documentation: (1) A copy of the financial plan approved by the municipality and the board; (2) an explanation of why it believes the issuance of such municipal obligations is in the best interests of the municipality; and (3) a resolution duly adopted by the municipality requesting that it be permitted to issue municipal bonds, bond anticipation notes, or both, to fund deficits of the municipality pursuant to the terms and conditions of this act. The board shall review the municipality's request for permission to issue such municipal obligations and forward to the secretary the documentation submitted by the municipality together with its recommendation for the approval, rejection or approval subject to specified terms and conditions of such request. The board shall give written notice of its recommendation to the chief executive officer and legislative body of the municipality. The secretary shall review such documentation and recommendation and shall approve the municipality's request for permission to issue such municipal obligations unless he determines that (A) the financial plan submitted by the municipality and board is inadequate or incomplete or does not adequately provide for the repayment of such municipal obligations, (B) the resolution required by this subsection is incomplete or defective, or (C) the municipality has not complied with the provisions of section 17 of this act or has not complied with some other

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- (d) Any municipality given permission to issue deficit bonds or notes by the secretary or by a board with emergency powers shall create an intercept program, as provided in section 16 of this act, in connection with the issuance of such notes or bonds.
- (e) The Governor shall, by executive order, create a board for any municipality which is authorized to finance any deficit by the issuance of municipal bonds, bond anticipation notes, or both.
- Sec. 16. (NEW) (*Effective from passage*) (a) An intercept program shall be set forth in an indenture of trust with a bank or trust company located within the state. The indenture of trust shall provide for the creation of a trust account into which all intercept revenues shall be deposited in order to assure the availability of funds sufficient to satisfy debt service obligations of the municipality.
- (b) Such indenture of trust shall provide that all intercept revenues shall be paid to the trustee and held in trust for the benefit of any and all owners or holders of all outstanding general obligation bonds and notes of the municipality, all bonds and notes issued under this act, and all additional bonds and notes issued under such indenture, provided the indenture shall authorize the trustee to release to the municipality for its general operating purposes any amount in excess of the greater of the monthly debt service requirement percentage or the debt service percentage. In the event that intercept revenues are insufficient to meet debt service payments as they become due and payable, the municipality shall pledge, pursuant to such indenture, to make revenues other than taxes available to the trustee for such debt service payments. Intercept revenues shall be credited to the general fund for purposes of the general fund budget and the financial plan in the year in which such intercept

program revenues are received by the municipality. Any statement of revenues and expenditures, budget and actual, and any statement of changes in the fund balance, budget and actual, for the general fund for the current fiscal year, and for each fiscal year thereafter, shall reflect such intercept revenues, for presentation purposes, as part of the general fund.

- Sec. 17. (NEW) (Effective from passage) (a) (1) Notwithstanding any provision of the general statutes, any public or special act, any charter or home rule ordinance, or any local ordinance or resolution governing the authorization and issuance of bonds generally by a municipality, the legislative body of a municipality not subject to a board may, in accordance with the provisions of section 15 of this act, authorize, by resolution, the issuance of bonds or bond anticipation notes for the purpose of funding budget deficits, subject only to the limitations and procedures set forth in this act.
- (2) Notwithstanding any provision of the general statutes, any public or special act, any charter or home rule ordinance or any local ordinance, or resolution governing the authorization and issuance of bonds generally by the municipality, the legislative body of a municipality for which a board with review powers has been created may, in accordance with the provisions of section 15 of this act, authorize, by resolution, the issuance of bonds or bond anticipation notes for the purpose of funding budget deficits, subject to the approval of the board and the limitations and procedures set forth in this act.
- (3) If a board has been created for a municipality and given emergency powers, pursuant to section 11 of this act, the board may exercise all of the authority of the legislative body of a municipality provided in this section without the concurrence of such legislative body and, in furtherance of the powers provided in this section, may delegate to an emergency financial manager any powers and authority which such legislative body is authorized to delegate under this

section. In any such case, the emergency financial manager shall have and may exercise any authority of the chief executive officer or the finance officer, or both, of such municipality as may be provided in this section. The aggregate principal amount of bonds or bond anticipation notes authorized to fund any budget deficits pursuant to this act shall be limited to: (A) The cumulative amount of the deficits in the municipality's general fund balance, including any capital account deficits arising from the use of such funds for operations, as certified by an independent public accountant in the audit report of the municipality prepared for such fiscal years; and (B) such additional amounts as the board shall approve to provide for the establishment and maintenance of reserves or similar funds and to pay all fees, costs and expenses in connection with the authorization, issuance and sale of such bonds or bond anticipation notes, including, but not limited to, printing administrative advisory, and expenses, underwriters' discount, fees, costs and expenses in connection with the issuance of any related letter of credit, line of credit, policy of bond insurance or any other form of credit enhancement, rating agency fees and expenses of the board under section 9 of this act, if such a board exists, during the first year of its operation. In determining the cumulative amount of the deficits in a municipality's general fund balance, there shall be included all sums which have been lawfully encumbered by acts and actions of the municipality. The net proceeds of such bonds, after payment or provision for payment of the fees, costs, discounts and expenses described above, shall be applied first to repay the principal of and interest on outstanding notes issued in anticipation thereof, second to repay any tax anticipation notes of the municipality issued and outstanding, third to fund capital account deficits arising from the use of such funds for operations and fourth to fund general fund deficits. Nothing in this act shall limit the right of the municipality to comply with the provisions of any existing contract with or for the benefit of the owners or holders of any bonds, notes or other obligations of the municipality and nothing contained in this act shall be construed to alter, impair, diminish or otherwise affect the

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rights of such owners or holders. Any bonds issued to fund any deficit under this section may be paid, funded or refunded through the issuance of refunding bonds, which may be authorized in the same manner as the bonds being refunded, provided the final maturity of any refunding bonds shall not be later than the final maturity of the refunded bonds and the municipality will achieve, as a result of the sale of such refunding bonds and the investment and application of the proceeds of such sale, net debt service savings.

(b) The legislative body of the municipality may delegate to the chief executive officer and the finance officer, subject to the approval of the board, the authority to determine the dates, maturities, prices, interest rate or rates, form, manner of sale and other terms and conditions of bonds issued pursuant to this act, including, but not limited to, the determination of the final form of and execution and delivery on behalf of the municipality of any agreement or indenture of trust to be entered into, pursuant to section 16 of this act, in connection with the sale of such bonds. Such powers shall be exercised from time to time by the chief executive officer and finance officer, subject to the approval of the board, in such manner as they shall determine to be in the best interests of the municipality, provided any such bonds shall be for a term not exceeding ten years. Bonds issued pursuant to this act shall be sold in such manner and on such terms and conditions as the chief executive officer and finance officer shall determine to be in the best interests of the municipality, subject to the approval of the board and such bonds, when duly issued in accordance with this act, shall constitute the legal, valid and binding general obligations of the municipality for which the full faith and credit of the municipality shall be pledged to the payment of the principal thereof and the interest thereon. Bonds and bond anticipation notes issued pursuant to this act are hereby determined to be issued for valid public purposes in the exercise of essential governmental functions.

(c) Pending the certification of the fund balance deficit for the current fiscal year and subject to the provisions of this act, a municipality may,

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pursuant to this act and subject to the approval of any board appointed for the municipality, issue bonds or bond anticipation notes in an aggregate principal amount not to exceed seventy-five per cent of the accumulated deficit for such fiscal year as projected and certified by the chief executive officer or finance officer, or both, of the municipality and confirmed by such board and such additional amounts as may be approved to pay costs of issuance. In projecting the accumulated deficit, there shall be included all sums which it is estimated may be encumbered by acts or actions of the municipality by the close of such fiscal year. The principal of and interest on any bond anticipation notes issued pursuant to this act may be repaid from the revenues pledged pursuant to this act, to the extent not paid from the proceeds of renewals thereof or of bonds issued pursuant to this act. Upon the sale of said bonds, the proceeds thereof, to the extent required, shall be applied forthwith to the payment of the principal of and interest on any bond anticipation notes issued pursuant to this act and shall be deposited in trust for such purpose. The date or dates of such bond anticipation notes, the maturities, denominations, form, details and other particulars of such bond anticipation notes, including the method, terms and conditions for the issuance and sale thereof, shall be determined by the chief executive officer and finance officer in the best interest of the municipality, subject to the approval of the board, provided the term of such bond anticipation notes, including any renewal thereof, shall not exceed twelve months. The provisions of section 7-373 of the general statutes shall be deemed to apply to such notes. Such bond anticipation notes shall constitute the legal, valid and binding general obligations of the municipality, for which the full faith and credit of the municipality shall be pledged to the payment of the principal thereof and the interest thereon.

(d) The legislative body of the municipality shall make representations, agreements and covenants, including a covenant not to impair, limit, modify, rescind, repeal or otherwise alter the rights, exemptions or remedies of any owner or holder of, or bond insurer or other provider of credit or liquidity enhancement with respect to, bonds

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1118 or bond anticipation notes issued pursuant to this act, by and for the 1119 benefit of any bondowner or noteholder, bond insurer or other provider 1120 of credit or liquidity enhancement, which representations, agreements 1121 and covenants are necessary or appropriate: (1) To ensure the exemption 1122 of interest on such bonds or notes from taxation under the Internal 1123 Revenue Code of 1986, or any subsequent corresponding internal 1124 revenue code of the United States, as from time to time amended, 1125 including agreements to pay rebates to the federal government of 1126 investment earnings derived from the investment of the proceeds of such 1127 bonds or notes; or (2) to strengthen the credit of such bonds or notes 1128 issued pursuant to this act in the financial markets, or both.

(e) Bonds and bond anticipation notes issued pursuant to this act shall be included in the calculation of the aggregate indebtedness under section 7-374 of the general statutes.

Sec. 18. (NEW) (Effective from passage) (a) The Governor may, upon the recommendation of the secretary or board, or upon a request by the municipality or on the Governor's own initiative, terminate the existence of a board for a municipality. Any determination to so terminate shall be based on the criteria set forth in sections 6 and 9 of this act, the findings on the basis of which a board was created for the municipality and the period of time necessary to permit an orderly transfer of responsibility back to the municipality. If, on the basis of such factors, the Governor determines that termination of the existence of the board would be appropriate, the Governor shall, by executive order, provide for the termination of the board and for the orderly transfer of financial responsibility back to the municipality. Such order shall provide the existence of the board shall terminate not later than six months after the date of the executive order and may provide for oversight of the municipality after the termination date by the commission for a six-month period following such date. The Governor may authorize the commission to issue orders to the municipality, as provided in section 7 of this act, during such six-month period in order to assure that the financial stability of the municipality will not be

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jeopardized. The executive order shall state the dates on which any actions specified in the order shall become effective. The Governor shall give written notice of such executive order to the chief executive officer and legislative body of the municipality, the commission and the board. The Governor may rescind the termination of a board or create a new board for the municipality during such transition period if he determines that such action is necessary and makes such decision in accordance with the provisions of this act.

(b) The actions taken pursuant to this act by a municipality, any of its administrative units or its school board, the commission, a board or any emergency financial manager appointed pursuant to section 11 of this act shall not be invalidated by the termination of the existence of the board for a municipality.

Sec. 19. (NEW) (Effective from passage) The secretary shall, at the time a municipality has a board appointed for it, notify the Commissioner of Economic and Community Development of the creation of such board. Such commissioner, or his designee, shall meet regularly with such board and the chief executive officer of such municipality. The commissioner shall give special consideration to any municipality with a board in developing or approving economic development projects throughout the state. Wherever possible, the commissioner shall assist the municipality in its economic development to increase its grand list, its tax revenues and other revenues, the employment opportunities for its residents, the general economic development of the municipality, and the civic pride and morale of its residents.

Sec. 20. (NEW) (Effective from passage) No official, employee or agent of a municipality, any of its administrative units or its school board shall take any action in violation of any valid order of the commission, board or emergency financial manager, or shall fail or refuse to take any action required by any such order, or shall prepare, present or certify any information, including any projections, estimates or report to the commission, board or the emergency financial manager or any

of their agents that is knowingly false or misleading. In addition to any penalty or liability under any other law, any such official, employee or agent, who shall knowingly violate the provisions of this section, shall be subject to appropriate administrative discipline, including, when circumstances warrant, suspension from duty without pay or removal of nonelected officials from office, as provided by law. In the case of violation of the provisions of this section by such an official, employee or agent of the municipality, the chief executive officer of the municipality or, if applicable, the emergency financial manager, shall immediately report to the board or commission, if it is authorized to issue orders to such municipality, whichever is applicable, all pertinent facts, together with a statement of action taken thereon.

Sec. 21. (NEW) (Effective from passage) The Governor, secretary, commission, board, emergency financial manager and any person authorized to act on behalf of or assist them shall not be personally liable or subject to any suit, judgment or claim for damages resulting from the exercise of or failure to exercise the powers, duties or functions granted to them under this act. Any employee hired by the board or emergency financial manager subject to the approval of the board shall be deemed to be an employee of the municipality for the purposes of section 7-465 of the general statutes.

Sec. 22. (NEW) (Effective from passage) (a) The Attorney General may apply for a writ of mandamus or seek a temporary or permanent injunction on behalf of the commission, acting through its chairperson, in connection with municipalities for which it has been authorized to issue orders, and the board, acting through its chairperson, in connection with municipalities for which a board has been created pursuant to this act, requiring any official, employee or agent of the municipality to carry out and give effect to any order of the commission, board or emergency financial manager authorized by this act. Each such application shall be filed in superior court for the judicial district of Hartford.

- (b) The Superior Court may, by application of the secretary, the commission, a board or the Attorney General, enforce, by appropriate decree or process, any provision of this act or any act or order of the secretary, the commission, any board or any emergency financial manager rendered pursuant to this act.
- 1220 Sec. 23. (NEW) (Effective from passage) (a) Any municipality, aggrieved by any determination of the secretary to grant the 1221 1222 commission the authority to issue orders to it or by any determination 1223 by an executive order of the Governor to create a board for it or to 1224 grant the board emergency powers with respect to it, may obtain 1225 judicial review of such determination by filing an action challenging 1226 such determination in the superior court for the judicial district of 1227 Hartford within ten business days of the issuance of such 1228 determination or executive order. The filing of such action shall not 1229 stay the decision made by the secretary or the Governor, and the court 1230 shall not temporarily enjoin the commission, the board or any agent of 1231 them, from acting pursuant to this act pending such judicial review. 1232 Any action filed pursuant to this section may be referred to a trial 1233 referee appointed pursuant to subdivision (1) of subsection (a) of 1234 section 52-434 of the general statutes and subsection (b) of section 1235 52-434 of the general statutes. Any such action shall take precedence 1236 with respect to order of trial over all other cases and such action shall 1237 be heard on an expedited basis as ordered by the court.
  - (b) No person or entity other than a municipality, with respect to which such determination by the secretary or Governor is made, shall be entitled to seek judicial review of such determination. Such judicial review shall be limited to such determinations specified in subsection (a) of this section and shall not extend to any other actions pursuant to this act, except as specifically provided by this act or to the extent required by the Constitution of this state or of the United States.
- 1245 (c) The court shall not set aside any decision, act or order of the 1246 Governor, the secretary, the commission, any board or any emergency

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- financial manager unless the court finds that such decision, act or order is either: (1) Arbitrary, capricious or clearly an abuse of discretion; or (2) in violation of statutory or constitutional provisions.
- 1250 (d) If any section, part or provision of this act or any act or order of the 1251 Governor, secretary, commission, or any board or any emergency 1252 financial manager pursuant to this act shall be held unconstitutional or 1253 invalid or ineffective by the Superior Court or trial referee exercising the 1254 powers of the Superior Court, such decision may be appealed by any 1255 aggrieved party directly to the Supreme Court in accordance with the 1256 provisions of section 52-265a of the general statutes. The Governor, 1257 secretary, commission, any board or the Attorney General shall be 1258 considered aggrieved parties for such appeals. Filing of an appeal 1259 pursuant to this subsection shall stay the effect of the Superior Court 1260 judgment or order appealed from pending the hearing and 1261 determination of the appeal by the Supreme Court.
- Sec. 24. (NEW) (*Effective from passage*) No municipality may become a debtor under Chapter 9 of Title 11 of the United States Code without the consent of the Governor.
  - Sec. 25. (NEW) (*Effective from passage*) It is declared that this act is intended to meet a public emergency arising from the potential default of municipalities in the payment of their obligations and from the possible instability or insolvency of municipalities and the resulting potential impairment of public credit such that supervision and possible intervention by the state is necessary and desirable for the public interest. To effectuate the remedial purposes of this act, the powers granted hereby shall be liberally construed.
- Sec. 26. (NEW) (*Effective from passage*) This act shall, to the extent provided herein, limit the grant of rights and powers to municipalities, any of their administrative units and their school boards and all of their employees under the following provisions of the general statutes: Chapters 98 and 99; sections 7-467 to 7-477, inclusive, The Municipal Employees' Relations Act; and section 7-379 and sections 10-153a to

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- 10-153n, inclusive, the Teacher Negotiations Act. The provisions of 1280 chapter 54 of the general statutes shall not be applicable to the 1281 provisions of this act. The provisions of this act shall take precedence 1282 over any conflicting provision of any other public or special act and 1283 any municipal charter, home rule ordinance, ordinance or regulation.
- Sec. 27. Subsection (c) of section 7-394a of the general statutes is repealed and the following is substituted in lieu thereof (*Effective from passage*):
- 1287 (c) The Secretary of the Office of Policy and Management shall 1288 [adopt regulations as necessary to] establish guidelines concerning 1289 compliance with the provisions of subsection (a) of this section and 1290 concerning any special problems related to such compliance by any 1291 municipality, regional school district or audited agency. [Such 1292 regulations shall, prior to adoption, be submitted to the Municipal 1293 Finance Advisory Commission for review as provided in section 7-1294 394b.]
- Sec. 28. Section 7-395 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective from passage*):
  - The secretary shall review each audit report filed with said secretary as provided in section 7-393, except said secretary shall review the audit reports on each audited agency biennially and may review the audit reports on any municipality or regional school district biennially, provided such secretary shall, in any year in which he does not review the report of any such municipality or regional school district, review the comments and recommendations of the independent auditor who made such audit. If, upon such review of the audit report, evidence of fraud or embezzlement is found, he shall report such information to the state's attorney for the judicial district in which such municipality, regional school district or audited agency is located. If, in the review of such audit report said secretary finds that such audit has not been prepared in compliance with the provisions of subsection (a) of section 7-394a, or said secretary finds evidence of any unsound or irregular

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financial practice in relation to commonly accepted standards in municipal finance, said secretary shall prepare a report concerning such finding, including necessary details for proper evaluation of such finding and recommendations for corrective action and shall refer such report to the Municipal Finance [Advisory] Assistance Commission established under section [7-394b] 5 of this act. A copy of such report shall be filed with: (1) The chief executive officer of such municipality or audited agency or the superintendent of such school district and, in the case of a town, city or borough, with the clerk of such town, city or borough; and (2) the Auditors of Public Accounts.

Sec. 29. (Effective from passage) (a) The provisions of this act shall supersede the provisions of special act 88-80, as amended by special acts 88-47, 89-24 and 90-31, provided (1) such supersedence shall not take effect until ten days after the appointment of a municipal finance planning and assistance board for the town and city of Bridgeport pursuant to the provisions of subsection (b) of this section, which board shall supersede the Bridgeport financial review board; and (2) the provisions of sections 1 to 8, inclusive, of special act 88-80, as amended, to the extent they apply to bonds or notes issued prior to the effective date of this act, shall remain in effect with respect to such bonds and notes for as long as any of such bonds or notes remain outstanding. Nothing in this act shall be construed to invalidate any act of the Bridgeport Financial Review Board.

- (b) Notwithstanding the provisions of sections 9 and 11 of this act, the Governor shall, within ten days of the effective date of this act, create a board with emergency powers, as provided in this act, for any municipality which has state guaranteed bonds outstanding on the effective date of this act.
- Sec. 30. (*Effective from passage*) Section 7-394b of the general statutes is repealed.

This act shall take effect as follows and shall amend the following sections:		
Section 1	from passage	New section
Sec. 2	from passage	New section
Sec. 3	from passage	New section
Sec. 4	from passage	New section
Sec. 5	from passage	New section
Sec. 6	from passage	New section
Sec. 7	from passage	New section
Sec. 8	from passage	New section
Sec. 9	from passage	New section
Sec. 10	from passage	New section
Sec. 11	from passage	New section
Sec. 12	from passage	New section
Sec. 13	from passage	New section
Sec. 14	from passage	New section
Sec. 15	from passage	New section
Sec. 16	from passage	New section
Sec. 17	from passage	New section
Sec. 18	from passage	New section
Sec. 19	from passage	New section
Sec. 20	from passage	New section
Sec. 21	from passage	New section
Sec. 22	from passage	New section
Sec. 23	from passage	New section
Sec. 24	from passage	New section
Sec. 25	from passage	New section
Sec. 26	from passage	New section
Sec. 27	from passage	7-394a(c)
Sec. 28	from passage	7-395
Sec. 29	from passage	New section
Sec. 30	from passage	Repealer section

## Statement of Purpose:

To create a mechanism to deal with municipal financial problems.

[Proposed deletions are enclosed in brackets. Proposed additions are indicated by underline, except that when the entire text of a bill or resolution or a section of a bill or resolution is new, it is not underlined.]